

DEPARTMENT OF SOCIAL SERVICES

744 P Street, Sacramento, CA 95814



February 5, 1990

ALL-COUNTY INFORMATION NOTICE NO. I-07-90

TO: ALL COUNTY WELFARE DIRECTORS

SUBJECT: REPORT TO THE LEGISLATURE: "SUPPORTED INDIVIDUAL
PROVIDER MODE OF DELIVERING IN-HOME SUPPORTIVE
SERVICES"

This notice transmits the Adult Services Bureau's Budget Report entitled "Supported Individual Provider Mode of Delivering In-Home Supportive Services" required by the Budget Act of 1988. The report provides a comparison of quality and cost of in-home supportive services delivered via the Individual Provider (IP), Contract and Welfare Staff (County Homemaker) modes against the Supported IP mode.

If you have any questions, please contact Mr. Robert A. Barton, Chief, Adult Services Bureau at (916) 322-6320.

Robert Seitch
for LOREN D. SUTER
Deputy Director
Adult and Family Services

Enclosure

cc: CWDA

SUPPORTED INDIVIDUAL PROVIDER

MODE OF DELIVERING

IN-HOME SUPPORTIVE SERVICES

REPORT TO THE LEGISLATURE

Supplemental Report of The
1988 Budget Act
Item 5180-001-001
Provision 3

State of California
Health and Welfare Agency
Department of Social Services
July, 1989

Each County Welfare Department (CWD) develops and submits a plan to SDSS that provides for the delivery of services to meet the objectives and conditions of WIC Section 12300 et seq. Counties may, with approval from SDSS, choose to deliver service in one or a combination of service modes:

- A. Individual Provider (IP) - The County authorizes the hours and tasks to be performed and specifies the rate of pay. The recipient selects, hires and supervises the provider. There is no provider health screening, background check or training requirement. Individual providers do not accrue sick leave, vacation time or holidays, nor are they covered by health insurance or other employee benefits. The State provides a payroll function which issues, collects and accounts for employment taxes, and pays Worker's Compensation premiums on behalf of the recipient-employer. This mode is currently in use in all 58 Counties.
- B. Contract - Generally, providers who work for contract agencies receive some training to provide home care. They are supervised by the contractor, although the recipient has the role of directing the care being provided. Some providers receive benefits (vacation, sick leave, health insurance, etc.) and have the opportunity of increasing their hours of work by serving multiple recipients. This mode is currently in use in 15 Counties.
- C. Welfare Staff
 - 1) County Homemaker - Counties hire service providers (homemakers) in accordance with established County civil service or merit system requirements (including wage scales and benefits). The County may consider the homemakers as temporary employees if approved by the appropriate civil service system. The County is responsible for ensuring that each homemaker is capable of and is providing the services authorized. This mode is currently used in 14 Counties.
 - 2) Supported Individual Provider - Counties hire recipient aides in accordance with established County civil service or merit system requirements. When a recipient, in the capacity as employer, is unable to maintain his/her responsibilities of supervising an Individual Provider, regarding standards of compensation, work scheduling and working conditions, the recipient aide provides the assistance necessary to enable the recipient to carry out those responsibilities. This mode is currently used in 14 Counties.

INTRODUCTION

This report is in response to a requirement set forth in the Supplemental Report of the 1988 Budget Act as follows: The State Department of Social Services (SDSS) "shall submit a report to the Legislature by July 1, 1989 on the quality and costs of the supervised individual provider mode of providing In-Home Supportive Services (IHSS). The report shall include, but shall not be limited to, the following information:

- o The costs of the welfare staff mode in the Counties that use that mode of service delivery.
- o The quality of services provided, including the length of time between service authorization and service delivery, and other measures of service quality.
- o A comparison of the costs of this mode to the costs of the individual provider (IP) and contract modes of service delivery."

For consistency and uniformity, Supervised IP mode of service delivery has been renamed "Supported IP." The name change more accurately depicts the type of service provided by Counties to recipients, and lessens the confusion with the Individual Provider mode within which the recipient actually supervises the activities of the provider.

I. BACKGROUND

In-Home Supportive Services are provided in accordance with Title XX of the Social Security Act and Welfare and Institutions Code (WIC) Section 12300 et seq. The purpose of the program is to provide supportive services to eligible aged, blind, or disabled persons who cannot perform the services themselves and who cannot remain safely in their home unless such services are provided.

Supportive services include domestic services, heavy cleaning, nonmedical personal services such as meal preparation and cleanup, shopping and errands, accompaniment to health related appointments or to alternative resource sites, yard hazard abatement, protective supervision, teaching and demonstration directed at reducing the need for other supportive services. Supportive services also include paramedical services which are ordered by a licensed health care professional who is lawfully authorized to do so, which recipients could provide for themselves but for their functional limitations.

EXECUTIVE SUMMARY

This report addresses the quality and costs of the Individual Provider (IP), Contract, and Welfare Staff (County Homemaker and Supported IP) modes of service delivery in the In-Home Supportive Services (IHSS) Program. IHSS is provided in accordance with Title XX of the Social Security Act and Welfare and Institutions Code (WIC) Section 12300 et seq. The purpose of the Program is to provide supportive services to eligible aged, blind, or disabled persons who cannot perform the services themselves and who cannot remain safely in their own homes unless such services are provided.

Information from the FY 88/89 Initial County Plans using past year actual data from the Case Management, Information, and Payrolling System for FY 87/88, revealed the cost of serving recipients via the Welfare Staff mode to be more costly per hour than the other modes. However, the average number of hours served by the Welfare Staff mode was lower than for the other modes. The higher cost per hour of this mode is primarily due to the manner in which Counties must charge a proportionate share of the overhead costs to each program they administer.

The assessment of the quality of IHSS is an elusive task. The Adult Services Committee, of the County Welfare Directors Association, concluded that a meaningful assessment of IHSS quality, regardless of mode of delivery, could only be accomplished in a meaningful way through actual quality control in-home visits conducted on a large sample of cases throughout the State where the client's situation can be observed on a first hand basis. Unfortunately, resources available for the development of this report did not allow such a comprehensive evaluation. Current information systems are not capable of tracking the length of time between service authorization and service delivery in the Welfare Staff mode.

Counties report using the Welfare Staff (County Homemaker) and Supported IP modes in differing ways, but basically to overcome deficiencies that are inherent in the IP and Contract modes. The Welfare Staff (County Homemaker) mode is typically used to serve multiple cases with low hours and for clients whose behavior or personality traits make providing services to them difficult. The Supported IP mode is used by some Counties in concert with the IP mode for a segment of the recipient population that is less self-directing and vulnerable to abuse and neglect. County staff assist IHSS recipients with recruiting, training, and being better supervisors of their provider(s). While both the Welfare Staff (County Homemaker and Supported IP) modes are higher in cost per employee/case hour than the IP mode, they each meet special needs that cannot be effectively met by the IP mode alone.

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All 58 Counties utilize the Individual Provider mode of IHSS delivery and some Counties also employ one or two of the other modes. Table A lists those Counties that use delivery mode(s) in addition to the Individual Provider:

Table A

<u>County</u>	<u>Contract</u>	<u>County Homemaker</u>	<u>Supported IP</u>
Butte	X		
Colusa		X	
Del Norte		X	X
El Dorado		X	
Fresno		X	X
Glenn		X	X
Humboldt			X
Imperial			X
Kern		X	
Kings		X	
Lassen		X	
Mendocino	X		
Merced			X
Monterey		X	
Nevada	X		
Placer		X	
Riverside	X		
San Bernardino			X
San Diego	X		
San Francisco	X		
San Joaquin	X		
San Luis Obispo		X	X
San Mateo	X		
Santa Barbara	X		
Santa Clara	X		
Santa Cruz	X		
Shasta		X	X
Sonoma			X
Stanislaus	X		
Sutter			X
Tehama	X		
Tulare	X		
Tuolumne		X	X
Ventura	X		
Yolo		X	X
Yuba			X

II. METHODOLOGY

Information relative to the cost of each mode of service delivery, as well as hours per case served, was extracted from the Case Management, Information and Payrolling System (CMIPS) and is reported by Counties in their respective County Plans. Information regarding the quality of service was taken from the Santa Cruz Demonstration Project and from interviews with County staff who directly administer these delivery modes.

III. ANALYSIS

A. Cost Comparison

The following Tables depict Fiscal Year (FY) 1987-88 statistical information relative to the Individual Provider (IP), Contract, Welfare Staff (County Homemaker), and Welfare Staff (Supported IP) modes of IHSS delivery. Table B reflects total cases, hours and cost of each mode while Table C shows the average hours per case, cost per hour and cost per case of each mode. This data was extracted from the FY 88/89 Initial County Plans using information from the CMIPS data base, as confirmed or corrected by Counties, and reflects actual FY 87/88 program expenditures.

Table B

<u>Mode</u>	<u>Total Case Months</u>	<u>Total Hours</u>	<u>Total Cost</u>
Individual Provider	1,324,306	99,227,796	\$401,774,347
Contract	188,205	5,016,395	\$ 37,073,169
Welfare Staff (County Homemaker)	16,483	176,923	\$ 5,583,918
Welfare Staff (Supported IP)	N/A	N/A	\$ 2,573,974
Other Costs			\$ 66,096
Total			<u>\$447,071,504</u>

Table C shows the IP case cost per hour was less than the Contract and Welfare Staff modes by 46% and 88%, respectively. The average cost per case in the IP mode for all cases was significantly higher than the Contract cases and slightly less than the Welfare Staff cases. However, the average number of hours served per IP case was much greater than the other modes. Counties advise that the IP mode must be used for those cases with higher hours of need, in order to maximize the number of hours which can be purchased within the statutory cost cap.

Table C further shows the average cost per hour for the Welfare Staff mode is higher than the other modes. The average cost per hour displayed for the IP mode consists of employee wages and benefits only, while the cost per hour in the Contract and Welfare Staff modes includes administrative overhead. In addition, the Welfare Staff mode is higher because, under the provisions of the federally approved County Welfare Department Cost Allocation Plan, a County's overhead costs must be charged to each program it administers proportionate to the level of activities performed for each program. Consequently, because administrative costs are included in some modes but not others, it is not appropriate to compare the average hourly costs of the three modes.

Table C

<u>Mode</u>	<u>Avg. Hours Per Case Per Month</u>	<u>Avg. Cost Per Hour</u>	<u>Avg. Cost Per Case Per Month</u>
Individual Provider	74.93	\$ 4.05	\$303.38
Contract	26.65	\$ 7.39	\$196.98
Welfare Staff (County Homemaker)	10.73	\$31.56	\$338.77

Due to the high cost per hour, the Welfare Staff (County Homemaker) mode of service delivery is typically used to serve recipients who are in need of fewer hours. The IHSS services provided to these people generally consist of laundry, shopping and errands, and infrequently needed nonmedical personal services that require few hours per month to complete.

B. Quality Of Service

Methods of obtaining reliable information relative to the quality of IHSS are generally costly and complex. Current information systems are not capable of tracking the length of time between service authorization and service delivery in the Welfare Staff mode. Because service quality is of paramount importance, members of the Adult Services Committee (ASC) of the County Welfare Directors Association participated in considering and evaluating alternative means of quality measurement, i.e., recipient satisfaction questionnaires and in-home assessments, that could be conducted when adequate Program funding becomes available. The consensus of the ASC was that the most accurate and reliable assessment of service quality would be very costly and that neither County or SDSS resources allowed for such an investment at this time. Consequently, such a review was not undertaken in the preparation of this report.

It was originally felt that a recipient satisfaction questionnaire might be designed to elicit information regarding timely delivery of services after authorization, recipient satisfaction regarding the level of service received, the adequacy of service hours authorized and received, and the effectiveness of County social worker staff in resolving complaints. It was learned, unfortunately, that recipient biases tend to skew the findings. For example, a recipient whose parent/child is the Provider is not likely to objectively comment on the quality of the care being provided, even if it is less than adequate, for fear of offending the provider relative. Consequently, this method was rejected as not meeting the needs of this report.

The Santa Cruz Demonstration Project, covering the period June 1985 to June 1988, evaluated offering clients a choice of the IP mode versus the Contract mode. One of the objectives was to investigate the quality of services provided to IHSS recipients. Questionnaires were administered to 432 randomly selected recipients and an analysis of the responses showed that over 95 percent of the respondents were satisfied with their service regardless of the mode of service delivery.

Recipients were found to be more "comfortable" when allowed to choose the mode of service delivery that they preferred. A majority of the participants preferred the freedom the IP mode afforded them to select, train and supervise their own IP's, thereby maintaining maximum control over their own lives. Recipients who hired their own providers also tended to rate the quality of IHSS at a higher level. In addition, many recipients tend to employ relatives as IP's, and rate their services as

satisfactory. In contrast, the IP mode presented some difficulties for recipients who do not have a friend or relative available to serve as a provider. These recipients found the Contract mode of IHSS delivery to be a more suitable mode of choice since the contractor recruits, trains, and supervises the providers. In fourteen Counties that do not utilize the Contract mode of service delivery, the Welfare Staff mode has been used to serve individuals who are less able to recruit and train their own provider(s).

County IHSS managers, supervisors and staff were interviewed and report that the County Homemakers are typically more reliable and better trained than IP's, more closely adhere to the level and types of service authorized and are less likely to provide services to the recipient that go beyond authorized levels. These additional activities consist primarily of the ongoing nuances of day-to-day living that are not funded by IHSS.

Glenn and Colusa Counties report that they use County Homemakers because they are rural Counties and do not have a readily available labor pool from which to recruit IP's that are not already relatives or close friends of the recipients. These Counties also use this mode to serve recipients whose behavior or personality traits make providing service to them difficult. As such, this mode receives more negative attention and client complaints than the other modes; however, County staff allege that the quality of services rendered is high or higher than the quality of service in the other modes. Some Counties use the County Homemakers to provide temporary emergency services (on-call) for recipients until a permanent provider can be recruited. Such emergency situations may include, but are not limited to, hospital discharges, the provider leaves service or is sick, respite care, etc. Yolo County reports using County Homemakers to validate the accuracy of the Social Worker assessment. Because of the high cost per hour of County Homemakers, the Welfare Staff mode is used primarily for low-hour cases when used on a permanent basis. This also permits each County Homemaker to serve more cases simultaneously.

The degree of need for assistance among IHSS recipients varies from the highly independent individual who needs no County intervention to the less self-directing, vulnerable recipient who requires County intervention to prevent physical and/or emotional abuse and neglect. It is this latter group that the Supported IP method of service delivery has been designed to serve. Stanislaus County, for example, utilizes Recipient Aides to enable recipients to be better supervisors of their Individual Providers in a manner that encourages recipients to retain maximum control over their lives and their daily functioning.

The level of County assistance varies according to the needs of each recipient. In this mode, the County may assist recipients with recruiting and supervising their provider(s).

IV. CONCLUSIONS

Each mode of service delivery has strengths and weaknesses. The Supported IP was designed to utilize the best of each, where needed. The IP mode is least costly per hour of service and offers the flexibility to satisfy the individualized needs of most recipients. The Welfare Staff and Contract modes provide necessary personalized support when the recipients are unable to recruit, train, and supervise their provider(s).

Counties use the Welfare Staff mode in differing ways, but basically to overcome deficiencies that are inherent in the IP mode. County Homemakers are typically used to serve multiple cases with low hours and for clients whose behavior or personality traits make providing service to them difficult. The Supported IP mode is used by some Counties in concert with the IP mode for a segment of the recipient population that is less self-directing and vulnerable to abuse and neglect. County staff assist recipients to recruit, train, and better supervise their provider(s). While the Welfare Staff mode is much higher in cost per hour of service than the IP mode, it does meet special needs that are not effectively met by the IP mode alone. The higher cost per hour of the Welfare Staff mode is primarily due to the manner in which Counties must charge a proportionate share of the overhead costs to each program they administer.

Finally, a more meaningful and definitive study of the impact of the Welfare Staff mode has not been undertaken here because it would require the substantive investment of quality control type home visits on a large number of cases throughout the State, and this level of resources has not been budgeted for this purpose.